

# House of Representatives

MONDAY, SEPTEMBER 17, 1973

The House met at 12 o'clock noon.  
The Chaplain, Rev. Edward G. Latch, offered the following prayer:

*Let us remain firm in the profession of our faith without wavering.*—Hebrews 10: 23.

Eternal God, our Father, as we enter another week of disturbing demands and perplexing problems keep us mindful of Thy presence and eager to do that which will be in the best interest of our country.

We humbly acknowledge that at times we are tempted to lose heart and to give up wondering if the struggle is worth while. In times like these grant unto us—

faith that will not shrink,  
Though pressed by every foe,  
That will not tremble on the brink,  
Of any earthly woe!"

We pray for our President, our Speaker, and our Members of Congress. Grant unto them wisdom to make wise decisions, strength to stand firm in faith, and courage to do what is right as they strive for justice in our land and good will among the nations of the world.

In the spirit of Him who went about doing good we pray. Amen.

## THE JOURNAL

The SPEAKER. The Chair has examined the Journal of the last day's proceedings and announces to the House his approval thereof.

Without objection, the Journal stands approved.

There was no objection.

## MESSAGE FROM THE PRESIDENT

A message in writing from the President of the United States was communicated to the House by Mr. Marks, one of his secretaries.

## MESSAGE FROM THE SENATE

A message from the Senate by Mr. Arrington, one of its clerks, announced that the Senate agrees to the report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 8070) entitled "An act to authorize grants for vocational rehabilitation services, and for other purposes."

The message also announced that the Senate disagrees to the amendments of the House to the bill (S. 14) entitled "An act to amend the Public Health Service Act to provide assistance and encouragement for the establishment and expansion of health maintenance organizations, health care resources, and the establishment of a Quality Health Care

Commission, and for other purposes," requests a conference with the House on the disagreeing votes of the two Houses thereon, and appoints Mr. KENNEDY, Mr. WILLIAMS, Mr. NELSON, Mr. EAGLETON, Mr. CRANSTON, Mr. HUGHES, Mr. PELL, Mr. MONDALE, Mr. SCHWEIKER, Mr. JAVITS, Mr. DOMINICK, Mr. PACKWOOD, Mr. BEALL, and Mr. TAFT to be the conferees on the part of the Senate.

The message also announced that the Senate had passed bills of the following titles, in which the concurrence of the House is requested:

S. 2316. An act to authorize the disposal of copper from the national stockpile and the supplemental stockpile; and

S. 2408. An act to authorize certain construction at military installations, and for other purposes.

The message also announced that the Vice President, pursuant to Public Law 84-689, as a supplementary announcement, has appointed the following Members to compose the complete group of delegates, on the part of the Senate, to attend the North Atlantic Assembly to be held in Ankara, Turkey, October 21 to 27, 1973: Mr. SPARKMAN (Chairman), Mr. KENNEDY, Mr. TUNNEY, Mr. BENTSEN, Mr. HUMPHREY, Mr. JAVITS, Mr. PEARSON, Mr. COOK, and Mr. STEVENS; and the following Members to be alternate delegates to the same conference: Mr. MANSFIELD, Mr. RANDOLPH, Mr. PELL, Mr. MCINTYRE, Mr. BAYH, Mr. EAGLETON, and Mr. BUCKLEY.

## ANNOUNCEMENT BY THE SPEAKER

The SPEAKER. The Chair desires to make an announcement.

The Chair has been advised that the electronic voting system is at the present time not operating. Until further notice, therefore, all votes and quorum calls will be taken by the standby procedures which are provided in the rules.

## COMMUNICATION FROM THE CLERK OF THE HOUSE

The SPEAKER laid before the House the following communication from the Clerk of the House of Representatives:

WASHINGTON, D.C., September, 13, 1973.  
The Honorable the SPEAKER,  
House of Representatives.

DEAR MR. SPEAKER: Pursuant to the permission granted today, the Clerk has received from the Secretary of the Senate the following message: That the Senate agreed to the House amendments to S. 1841 and that the Senate passed without amendment H.J. Res. 695.

With kind regards, I am,  
Sincerely,

W. PAT JENNINGS,  
Clerk, House of Representatives.  
By W. RAYMOND COLLEY.

## ANNOUNCEMENT BY THE SPEAKER

The SPEAKER. The Chair desires to announce that pursuant to the authority granted him on Thursday, September 13, 1973, he did on that day sign the following enrolled bill of the Senate:

S. 1841. An act to amend the Communications Act of 1934 with regard to the broadcasting of certain professional sports clubs' games.

## NUCLEAR STIMULATION: NO HELP IN SOLVING GAS SHORTAGE

(Mr. RONCALIO of Wyoming asked and was given permission to address the House for 1 minute, to revise and extend his remarks, and include extraneous matter.)

Mr. RONCALIO of Wyoming. Mr. Speaker, I direct the attention of my colleagues to a Shell Oil Co. report on "Natural Gas," published in August as part of a series on "The National Energy Problem."

To resolve this problem, Congress must rely on the best efforts of research, not only by the Government and institutions of higher education, but by the industry itself.

So at a time when a host of energy policy questions are before us, including whether or not to pursue the Atomic Energy Commission's Plowshare program to free natural gas in tight rock formations through nuclear stimulation, the considered opinion of the industry is imperative.

Having labored for some 2 years, on the basis of Government and private studies, to effect a reexamination of nuclear stimulation, I was especially gratified to have Shell Oil Co. render its verdict—a rejection.

To those of us who will be asked to vote next year to continue funding Plowshare, the Shell report is required reading. I am therefore inserting for the RECORD the pertinent section from the study:

### NUCLEAR STIMULATION

Several government tests, including the 1969 Rulison Project in Colorado, have proved the technological feasibility of underground nuclear explosions to extract gas from tight formations beneath the Rocky Mountains and other areas. The Rulison blast shattered rock formations and formed an underground cavity where gas collected. University of Colorado researchers, however, claimed the gas was substandard and that the volume was less than expected. Overall, nuclear stimulation has not been proved economical and, environmentalists have objected because of potential surface damage and the possibility of both radiation release and the tainting of underground rivers. In addition, it is unlikely that significant gas reservoirs with the needed characteristics are available. Given published reports by the government and private researchers, we feel nuclear stimula-

tion will not contribute significantly to either the short or long term gas supply situation.

#### ALL-VOLUNTEER ARMY

(Mr. MONTGOMERY asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. MONTGOMERY. Mr. Speaker, to continue my series of 1 minute, five members of our Subcommittee on Manpower of the Armed Services Committee spent a full day Friday at Pensacola Naval Station. Pensacola is the training and educational headquarters for the Navy.

Our committee was especially interested in what effect the all-volunteer program was having on the caliber of new recruits as compared to those under the Selective Service.

Admiral Cagle told our subcommittee that it is too soon to make judgment on the quality of the new recruits under the volunteer program. He thought at a later date the Navy could get a better fix on the students in the volunteer era.

Admiral Cagle did say one of the big problems is retaining those men that the Navy gives specialist training. If we can keep these skilled young people in the service, there would be a great saving in training cost by not having to recruit and train new personnel.

It is still too soon to tell what effect the volunteer program will have on the Navy.

#### FOURTH ANNUAL REPORT OF COUNCIL ON ENVIRONMENTAL QUALITY—MESSAGE FROM THE PRESIDENT OF THE UNITED STATES

The SPEAKER laid before the House the following message from the President of the United States which was read and, together with the accompanying papers, referred to the Committee on Merchant Marine and Fisheries:

*To the Congress of the United States:*

I am pleased to transmit to the Congress this Fourth Annual Report of the Council on Environmental Quality.

The year 1970, when I transmitted the Council's First Annual Report, signaled a time of great environmental awakening in the United States. Much has been accomplished in the succeeding three years.

In place of organizational disorder and fragmentation, we have developed institutions capable of dealing with environmental problems in a systematic and effective way. At the Federal level, the Council on Environmental Quality and the Environmental Protection Agency were established in 1970. Most States have created similar offices, giving greater prominence and coherence to their own environmental programs.

We have also enacted new and stronger environmental protection laws and have made substantial progress in defining problems, establishing goals, and designing strategies for abating pollution and preserving our natural heritage. The

chapter in this report entitled "Perspectives on Environmental Quality" describes the important progress we have made. In some instances, such as air pollution, a national program is well advanced. In other areas, such as noise pollution, our work is just beginning. But in all areas, our knowledge about the environment and our capacity to protect and preserve it increase day by day.

Our energies have not been confined to domestic environmental problems. In the world community we have provided strong leadership in responding to environmental concerns and in fostering international efforts to solve problems which transcend national boundaries. The chapter "International Action to Protect the Environment" summarizes the progress made in recent years in protecting the oceans, controlling transboundary pollution, and preserving the fragile natural heritage of our planet.

Other chapters in this report further illustrate the gains that have been made. American initiative—our ability to solve problems rather than simply bemoaning them—has increasingly been turned to environmental improvement in recent years and the results are becoming evident in one area after another.

The chapter on "Cleaning up the Willamette," for example shows that a grossly polluted river can be restored to purity and health. Fifty years ago this Oregon river was offensive to the senses. Today the waters are clean and salmon migrate upstream in the fall. The people of Oregon, whose determination brought about the cleanup, are now taking action to preserve and assure public access to the shoreline of this restored river.

The chapter entitled "The Urban Environment: Toward Livable Cities" describes new signs of life and vigor in our cities and shows what private citizens can do to create urban environments that enhance the quality of life.

The chapter on "Environmental Status and Trends" indicates that the air quality in our cities is improving. Further progress will occur as the Clean Air Act continues to be carried out.

As in so many other areas of national concern, our progress should inspire us to get on with the job that still remains. In my National Resources and Environment Message in February, I resubmitted 19 bills for Congressional action and also submitted several new proposals. Some of the most important measures—including proposals for the regulation of land use and the control of toxic substances—have been before the Congress for 2½ years. Passage of these measures is crucial to the environmental well-being of America. The time for action is upon us.

Land use control is perhaps the most pressing environmental issue before the Nation. How we use our land is fundamental to all other environmental concerns. There is encouraging evidence that the American people have reached a new perception and appreciation for this challenge. In our past, we wrestled

a nation out of wilderness. We cleared and developed the land. If we despoiled it, there was always fresh land over the horizon, or so it seemed. But now we know that there must be limits to our use of the land, not only limits imposed by nature on what the land can support, but also limits set by the human spirit—for we need beauty and order and diversity in our surroundings.

I believe that land use regulation should be primarily a responsibility of local governments, where responsive leaders are most likely to understand the choices that have to be made. Nevertheless, I am also convinced that Federal legislation is needed now both to stimulate and to support the range of controls that States must institute. I urge the Congress to enact my proposal for land use control, a proposal which would authorize Federal assistance to encourage the States—in cooperation with local governments—to protect lands of critical environmental concern and to control growth and development which has a regional impact.

I also urge the Congress to act quickly to prevent continued ravaging of our land and water through uncontrolled mining. My proposed Mined Area Protection Act would establish Federal requirements to regulate surface and underground mining. By requiring mining operators to post adequate performance bonds and satisfy stringent Federal reclamation standards, this legislation would require that mined lands be restored to their original condition or to a condition that is equally desirable. We need the fuels and minerals that are now in the earth, but we can—and must—secure them without despoiling and devastating our landscape.

There is other important land use legislation pending before the Congress which also deserves prompt enactment. The Powerplant Siting Act would assure that needed generating facilities are constructed on a timely basis with full consideration of environmental values. The Natural Resource Land Management Act would provide a management policy emphasizing strong environmental safeguards for one-fifth of our Nation's land area that is managed by the Bureau of Land Management.

Because a number of differing values and perspectives must be reconciled, the regulation of land use will never be a simple matter. The "Perspectives" chapter of this report describes the anti-growth sentiment emerging in some communities and points to the need to reconcile controls on unwanted growth with provision for essential regional development. The chapter on "The Law and Land Use Regulation" discusses the balance which must be struck between the need to protect private property and the need to preserve the environment. This is not a question to be dealt with from Washington, however, but one that State and local governments and courts must work out. The Council's chapter on this subject should be helpful to these groups,